

NATIONAL NUTRITION MONITORING AND RELATED
RESEARCH ACT OF 1986

MARCH 4, 1986.—Ordered to be printed

Mr. FUQUA, from the Committee on Science and Technology,
submitted the following

REPORT

together with

ADDITIONAL VIEWS

[To accompany H.R. 2436 which on May 8, 1985, was referred jointly to the
Committee on Agriculture and the Committee on Science and Technology]

[Including cost estimate of the Congressional Budget Office]

The Committee on Science and Technology, to whom was referred the bill (H.R. 2436) to establish a coordinated National Nutrition Monitoring and Related Research Program, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

CONTENTS

	Page
I. Amendment.....	2
II. Purpose of the Bill.....	11
III. Committee Action and Reports.....	12
IV. Background and Need for Legislation.....	13
V. Explanation of the Bill.....	20
VI. Sectional Analysis of the Bill, as Amended.....	22
VII. Committee Views.....	27
VIII. Legislative History.....	33
IX. Impact on Inflation.....	35
X. Committee Oversight Findings and Recommendations.....	35
XI. Summary of Government Operations Committee Findings and Recommendations.....	35
XII. Congressional Budget Office Cost Estimate.....	36
XIII. Committee Recommendations.....	37
XIV. Appendix.....	37
XV. Additional Views.....	39

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The amendment strikes out all after the enacting clause of the bill and inserts a new text which appears in italic type in the reported bill.

I. AMENDMENT

SHORT TITLE

SECTION 1. This Act may be cited as the "National Nutrition Monitoring and Related Research Act of 1986".

PURPOSE

SEC. 2. It is the purpose of this Act—

(1) to make more effective use of Federal and State expenditures for nutrition monitoring and to enhance the performance and benefits of current Federal nutrition monitoring and related research activities;

(2) to establish and facilitate the timely implementation of a coordinated National Nutrition Monitoring and Related Research Program and thereby establish a scientific basis for the maintenance and improvement of the nutritional status of the United States population and the nutritional quality of the United States food supply;

(3) to establish and implement a comprehensive National Nutrition Monitoring and Related Research Plan to assess on a continuing basis the dietary and nutritional status and trends of the United States population, the state-of-the-art, future monitoring and related research priorities, and the relevant policy implications;

(4) to establish and improve national nutritional and health status data and related data bases and networks, and to stimulate research necessary to develop uniform indicators, standards, methodologies, technologies, and procedures for nutrition monitoring;

(5) to establish a central Federal focus for the coordination, management, and direction of Federal nutrition monitoring activities;

(6) to establish mechanisms for addressing the nutrition monitoring needs of Federal, State, and local governments, the private sector, scientific and engineering communities, health care professionals, and the public in support of the objectives described in paragraphs (1), (2), (3), (4), and (5); and

(7) to provide for the conduct of such scientific research and development as may be necessary or appropriate in support of such objectives.

DEFINITIONS

SEC. 3. As used in this Act—

(1) the term "nutrition monitoring and related research" means the set of activities necessary to provide timely information about the role and status of factors which bear upon the contribution that nutrition makes to the health of the United States population, including (A) dietary, nutritional, and health status measurements, (B) food consumption measurements, (C) food composition measurements and nutrient data banks, (D) dietary knowledge and attitude measurements, and (E) food supply and demand determinations;

(2) the terms "National Nutrition Monitoring and Related Research Program" and "coordinated program" mean the coordinated program established by section 101(a);

(3) the terms "Interagency Board for Nutrition Monitoring and Related Research" and "Board" mean the Federal coordinating body established by section 101(c);

(4) the terms "National Nutrition Monitoring and Related Research Plan" and "comprehensive plan" mean the comprehensive plan established by section 103,

(5) the term "Joint Implementation Plan for a Comprehensive National Nutrition Monitoring System" means the plan of that title submitted to the Congress in September 1981 by the Department of Agriculture and the Department of Health and Human Services, pursuant to section 1428 of Public Law 95-113;

(6) the terms "National Nutrition Monitoring Advisory Council" and "Council" mean the advisory body established by section 201;

(7) the term "Secretaries" means the Secretary of Agriculture and the Secretary of Health and Human Services acting jointly; and

(8) the term "local government" means a local general unit of government or local educational unit.

TITLE I—NUTRITION MONITORING AND RELATED RESEARCH

ESTABLISHMENT OF THE COORDINATED PROGRAM

SEC. 101. (a) There is hereby established a ten-year coordinated program, to be known as the National Nutrition Monitoring and Related Research Program, to carry out the purpose of this Act.

(b) The Secretaries shall be responsible for the implementation of the coordinated program.

(c) To assist in implementing the coordinated program, there is hereby established an Interagency Board for Nutrition Monitoring and Related Research, of which an Assistant Secretary in the Department of Agriculture (designated by the Secretary of Agriculture) and an Assistant

Secretary in the Department of Health and Human Services (designated by the Secretary of Health and Human Services) shall be joint chairpersons. The remaining membership of the Board shall consist of additional representatives of Federal agencies, as deemed appropriate by the joint chairpersons of the Board. The Board shall meet no less often than once every three months.

(d) To establish a central focus and coordinator for the Nutrition Monitoring and Related Research Program, the Secretaries may appoint a full-time Administrator of Nutrition Monitoring and Related Research. The Administrator—

(1) shall be an individual who is eminent in the field of nutrition monitoring and related areas, and shall be selected on the basis of his or her established record of expertise and distinguished service; and

(2) shall administer the coordinated program with the advice and counsel of the joint chairpersons of the Board, shall serve as the focal point for the coordinated program, and shall serve as the Executive Secretary for the National Nutrition Monitoring Advisory Council.

FUNCTIONS OF THE SECRETARIES

SEC. 102. (a) The Secretaries, with the advice of the Board, shall—

(1) establish the goals of the coordinated program and identify the activities required to meet such goals, and identify the responsible agencies;

(2) update and integrate the Joint Implementation Plan for a Comprehensive National Nutrition Monitoring System into the coordinated program;

(3) assure the timely implementation of the coordinated program and the comprehensive plan established by section 103;

(4) include in the coordinated program and the comprehensive plan a competitive grants program, in accordance with the provisions of this Act, to encourage and assist the conduct, by Federal and non-Federal entities on an appropriate matching funds basis, of research (including research described in section 103(a)(3)) which will accelerate the development of uniform and cost-effective standards and indicators for the assessment and monitoring of nutritional and dietary status and for relating food consumption patterns to nutritional and health status;

(5) include in the coordinated program and the comprehensive plan a grants program, in accordance with the provisions of this Act, to encourage and assist State and local governments in developing the capacity to conduct monitoring and surveillance of nutritional status, food consumption, and nutrition knowledge and in using such capacity to enhance nutrition

services (including activities described in sections 103(a)(5) and 103(b)(9));

(6) include in the coordinated program an annual interagency budget for each fiscal year of the program;

(7) foster productive interaction between Federal efforts, State and local governments, the private sector, scientific communities, health professionals, and the public;

(8) contract with a scientific body, such as the National Academy of Sciences or the Federation of American Societies for Experimental Biology, to interpret available data analyses and to publish every two years, or more frequently if appropriate, a report on the dietary, nutritional and health-related status of the population of the United States and the nutritional quality of the national food supply; and

(9)(A) foster cost recovery management techniques, and (B) impose appropriate charges and fees for publications of the coordinated program, including print and electronic forms of data and analysis, and utilize the proceeds of such charges and fees for purposes of the program (except that no such charge or fee imposed upon an educational or other nonprofit organization shall exceed the actual costs incurred by the program in providing the publication or publications involved).

(b) The Secretaries shall submit to the President for transmittal to the Congress by January 15 of each year an annual report which shall—

(1) evaluate the progress of the program under this Act;

(2) summarize the results of such program components as are developed under section 103;

(3) analyze the dietary, nutritional and related health status of the United States population, the nutritional quality of the national food supply, the relevant policy implications of the findings, and future nutrition monitoring and related research priorities;

(4) include in full the annual report of the Council as specified in section 202; and

(5) include an executive summary of the report most recently published by the scientific body specified in subsection (a)(8).

DEVELOPMENT OF THE COMPREHENSIVE NATIONAL NUTRITION MONITORING AND RELATED RESEARCH PLAN

SEC. 103. (a) The Secretaries, with the advice of the Board, shall prepare and implement a comprehensive plan for the coordinated program which shall be designed—

(1) to assess, collate, analyze, and report on a continuous basis the dietary and nutritional status and trends of the United States population (dealing with

such status and trends separately in the case of pre-school and school-age children, pregnant and lactating women, elderly individuals, low income populations, Blacks, Hispanics, and other minorities as appropriate), the state-of-the-art, future monitoring and related research priorities, and relevant policy implications of the findings;

(2) to assess, analyze, and report on a continuous basis, for a representative sample of the low income population, food and household expenditures, participation in food assistance programs, and periods experienced when resources were not sufficient to provide an adequate diet;

(3) to sponsor or conduct research necessary to develop uniform indicators, standards, methodologies, technologies, and procedures for conducting and reporting nutrition monitoring and surveillance;

(4) to develop and update a national dietary and nutritional status data bank, a nutrient data bank, and other data resources as required;

(5) to assist State and local agencies in developing procedures and networks for nutrition monitoring and surveillance; and

(6) to focus the activities of the Federal agencies.

(b) The comprehensive plan shall, as a minimum, include components to—

(1) maintain and coordinate the National Health and Nutrition Examination Survey (NHANES) and the Nationwide Food Consumption Survey (NFCS);

(2) provide by 1990 for the continuous collection, processing, and analysis of nutritional and dietary status data through a stratified probability sample of the United States population designed to permit statistically reliable estimates of high-risk groups and geopolitical and geographic areas and to permit accelerated data analysis (including annual analysis, as appropriate);

(3) maintain and enhance other Federal nutrition monitoring efforts such as the Centers for Disease Control Nutrition Surveillance Program and the Food and Drug Administration Total Diet Study, and, to the extent possible, coordinate such efforts with the surveys described in paragraphs (1) and (2);

(4) incorporate, in the survey design, military and (where appropriate) institutionalized populations;

(5) complete the analysis and interpretation of NHANES and NFCS data sets collected prior to 1984 within the first year of the comprehensive plan;

(6) improve the methodologies and technologies, including those suitable for use by States and localities, available for the assessment of nutritional and dietary status and trends;

(7) develop uniform standards and indicators for the assessment and monitoring of nutritional and dietary

status, for relating food consumption patterns to nutritional and health status, and for use in the evaluation of Federal food and nutrition intervention programs;

(8) establish national baseline data and procedures for nutrition monitoring;

(9) provide scientific and technical assistance, training, and consultation to State and local governments for the purpose of obtaining dietary and nutritional status data and developing related data bases and networks to promote the development of regional, State, and local data collection services to become an integral component of a national nutritional status network;

(10) establish mechanisms to identify the needs of users of nutrition monitoring data and to encourage the private sector and the academic community to participate in the development and implementation of the comprehensive plan and contribute relevant data from non-Federal sources to promote the development of a national nutritional status network;

(11) compile an inventory of Federal, State, and non-government activities related to nutrition monitoring and related research;

(12) focus on national nutrition monitoring needs while building on the responsibilities and expertise of the individual membership of the Board;

(13) administer the coordinated program, define program objectives, priorities, oversight, responsibilities, outcomes, and resources, and define the organization and management of the Board and the Council; and

(14) provide a mechanism for periodically evaluating and refining the coordinated program and the comprehensive plan which facilitates cooperation and interaction by State and local governments, the private sector, scientific communities, and health care professionals, and which facilitates coordination with non-Federal activities.

(c) The comprehensive plan shall allocate all of the projected functions and activities under the coordinated program among the various Federal agencies and offices that will be involved, and shall contain an affirmative statement and description of the functions to be performed and activities to be undertaken by each of such agencies and offices in carrying out the coordinated program.

(d) The comprehensive plan—

(1) shall be submitted in draft form to the President for submission to the Congress, and for public review, within twelve months after the date of the enactment of this Act;

(2) shall be available for public comment for a period of sixty days after its submission in draft form under paragraph (1) by means of publication in the Federal Register;

(3) shall be submitted in final form, incorporating such needed revisions as may arise from comments received during the review period, to the President for submission to the Congress within sixty days after the close of the period allowed for comments on the draft comprehensive plan under paragraph (2); and

(4) shall constitute the basis on which each agency participating in the coordinated program requests authorizations and appropriations for nutrition monitoring and related research during the ten-year period of the program.

(e) Nothing in this section shall be construed as modifying, or as authorizing the Secretaries or the comprehensive plan to modify, any provision of an appropriation Act (or any other provision of law relating to the use of appropriated funds) which specifies (1) the department or agency to which funds are appropriated, or (2) the obligations of such department or agency with respect to the use of such funds.

IMPLEMENTATION OF THE COMPREHENSIVE PLAN

SEC. 104. (a) The comprehensive plan shall be carried out during the period ending with the close of the ninth fiscal year following the fiscal year in which the comprehensive plan is submitted in its final form under section 103(d)(3), and—

(1) shall be carried out in accord with, and meet the program objectives specified in, section 103(a) and paragraphs (1) through (11) of section 103(b);

(2) shall be managed in accord with paragraphs (12) through (14) of section 103(b);

(3) shall be carried out, by the Federal agencies involved, in accord with the allocation of functions and activities under section 103(c); and

(4) shall be funded by appropriations which shall be made to such agencies pursuant to section 106 for each fiscal year of the program.

The Congress through its appropriate authorizing committees shall exercise continuing oversight over the coordinated program, taking into account the Secretaries' annual reports and such other information and data as may be developed.

(b) Nothing in this title shall be deemed to grant any new regulatory authority or to limit, expand, or otherwise modify any regulatory authority under existing law, or to establish new criteria, standards, or requirements for regulation under existing law.

SCIENTIFIC RESEARCH AND DEVELOPMENT IN SUPPORT OF COORDINATED PROGRAM AND COMPREHENSIVE PLAN

SEC. 105. The Secretaries shall provide for and coordinate the conduct, by the National Science Foundation, the National Aeronautics and Space Administration, the Na-

tional Oceanic and Atmospheric Administration, the National Bureau of Standards, and other suitable Federal agencies, of such scientific research and development as may be necessary or appropriate in support of the coordinated program and the comprehensive plan and in furtherance of the purpose and objectives of this Act.

AUTHORIZATION OF APPROPRIATIONS

SEC. 106. (a) Authorizations and appropriations for the fiscal year in which the comprehensive plan is submitted in final form under section 103(d)(3) and for the nine succeeding fiscal years, for purposes of carrying out the coordinated program and implementing the comprehensive plan, shall be requested by the Secretaries and by each of the agencies which are allocated responsibilities under the coordinated program pursuant to section 103(c), in a separate line item of the budget of the agency involved and consistent with the interagency budget for the coordinated program; and to the maximum extent feasible such appropriations shall be provided on a three-year basis, subject to annual authorization Acts hereafter enacted.

(b) Nothing in this title is intended either (1) to authorize the appropriation or require the expenditure of any funds in excess of the amount of funds which would be authorized or expended for the same purposes in the absence of the coordinated program, or (2) to limit the authority of any of the participating agencies to request and receive funds for those purposes (for use in the coordinated program) under other laws.

TITLE II—NATIONAL NUTRITION MONITORING ADVISORY COUNCIL

ESTABLISHMENT OF THE COUNCIL

SEC. 201. (a)(1) The President shall establish, within 90 days after the date of the enactment of this Act, a National Nutrition Monitoring Advisory Council. The Council shall assist in carrying out the purpose of this Act, shall provide scientific and technical advice on the development and implementation of the coordinated program and comprehensive plan, and shall serve in an advisory capacity to the Secretaries.

(2) The Council shall consist of eleven voting members, of whom—

(A) seven members shall be appointed by the President; and

(B) four members shall be appointed by the Congress—one by the Speaker of the House of Representatives, one by the minority leader of the House of Representatives, one by the President pro tempore of the Senate, and one by the minority leader of the Senate.

(3) The Council shall also include the joint chairpersons of the Board as ex officio nonvoting members.

(b) The persons appointed to the Council—

(1) shall be eminent in the fields of administrative dietetics, clinical dietetics, community nutrition research, public health nutrition, nutrition monitoring and surveillance, nutritional biochemistry, food composition and nutrient analysis, health statistics management, epidemiology, food technology, clinical medicine, public administration, health education, nutritional anthropology, food consumption patterns, food assistance programs, agriculture, and economics; and

(2) shall be selected solely on the basis of established records of distinguished service.

(c) The persons appointed to the Council by the President shall include—

(1) one member who is a director of a nutrition research unit which is primarily supported by Federal funds, and who has a specialized interest in nutrition monitoring;

(2) one member who is an employee of a State government and who has a specialized interest in nutrition monitoring;

(3) one member who is an employee of a local government and who has a specialized interest in nutrition monitoring; and

(4) one member who is an appointed representative of the Food and Nutrition Board, National Academy of Sciences.

(d) The Council membership shall at all times have representatives from various geographic areas, the private sector, academia, scientific and professional societies, minority organizations, and public interest organizations.

(e) The Chairperson of the Council shall be elected from and by the Council membership. The term of office of the Chairperson shall not exceed five years. In case a vacancy occurs in the Chairpersonship, the Council shall elect a member to fill such vacancy.

(f) The term of office of each of the voting members of the Council shall be five years; except that of the seven members first appointed by the President, one shall be appointed for a term of two years, three for terms of three years, and three for terms of four years, as designated by the President at the time of appointment. Any member elected to fill a vacancy occurring prior to the expiration of the term for which his or her predecessor was appointed shall be elected for the remainder of such term. No member shall be eligible to serve continuously for more than two consecutive terms.

(g) The Council members shall be appointed or designated (without regard to the requirements of the Federal Advisory Committee Act) not later than ninety days after the date of the enactment of this Act.

(h) The Council shall meet on a regular basis at the call of the Chairperson, or upon the written request of one-

third of the members. A majority of the appointed members of the Council shall constitute a quorum.

(i) Appointed members of the Council shall not be employed by the Federal Government, and shall be allowed travel expenses as authorized by section 5703 of title 5, United States Code.

(j) The Administrator of Nutrition Monitoring and Related Research (if appointed under section 101(d)) shall serve as the Executive Secretary of the Council.

FUNCTIONS OF THE COUNCIL

SEC. 202. The Council shall—

(1) provide scientific and technical advice on the development and implementation of all components of the coordinated program and the comprehensive plan;

(2) evaluate the scientific and technical quality of the comprehensive plan and the effectiveness of the coordinated program;

(3) recommend to the Secretaries, on an annual basis, means of enhancing the comprehensive plan and the coordinated program; and

(4) submit to the Secretaries an annual report which shall contain the components specified in paragraphs (2) and (3), and which shall be included in full in the Secretaries' annual report to the President for transmittal to the Congress as specified in section 102(b).

TITLE III—DIETARY GUIDANCE

ESTABLISHMENT OF DIETARY GUIDELINES

SEC. 301. (a) The Secretaries shall issue and publish basic dietary guidelines for the general population based on scientific knowledge and the dietary patterns and nutritional status of the population.

(b) Any Federal agency planning to issue basic dietary guidance for the general population shall submit the text of the proposed guidance to the Secretaries for review prior to release. The review process shall be completed within a period of 6 months after the proposed guidance is so submitted; and the guidance shall not be issued until the Secretaries have theretofore approved the proposed materials and notified the head of the agency of such approval. If the Secretaries fail to express any objection within that 6-month period, the submitting agency may release the dietary guidance.

II. PURPOSE OF THE BILL

The principal purpose of H.R. 2436 is to make more effective use of Federal and State expenditures for nutrition monitoring and to enhance the performance and benefits of current Federal nutrition monitoring research activities, to facilitate the timely implementation of a coordinated National Nutrition Monitoring and Related Research Program, to establish a central Federal focus for the co-

ordination, management and direction of Federal nutrition monitoring activities, and to bring together public and private interests in a cooperative forum.

III. COMMITTEE ACTIONS AND REPORTS

U.S. House of Representatives. Nutrition-related oversight review. Hearing before the Subcommittee on Domestic and International Scientific Planning, Analysis and Cooperation, No 22, July 26-28 and August 2-4, 1977.

General Accounting Office: Future of the national nutrition intelligence system. Staff study CED-79-5, November 7, 1978. (Study requested by the Subcommittee on Domestic and International Scientific Planning, Analysis and Cooperation.)

U.S. House of Representatives: Nutrition surveillance and monitoring. Report prepared for the Subcommittee on Science, Research and Technology, Serial S. August 1979.

U.S. House of Representatives: Nutrition research methods and technology. Hearing before the Subcommittee on Science, Research and Technology, No. 109, September 25-27, 1979.

U.S. House of Representatives: Implementation plan for a national nutrition status monitoring system. Joint hearing before the Subcommittee on Science, Research and Technology and the Subcommittee on Department Operations, Research, and Foreign Agriculture, No. 23, June 24, 1981.

General Accounting Office: Progress made in Federal human nutrition research planning and coordination; some improvements needed. Report of the Comptroller General CED-82-56, May 21, 1982. (Study requested by the Subcommittee on Science, Research and Technology.)

U.S. House of Representatives: Federal commitment to human nutrition research. Joint hearing before the Subcommittee on Science, Research and Technology and the Subcommittee on Department Operations, Research, and Foreign Agriculture, No. 116, June 23, 1982.

U.S. House of Representatives: The role of the Federal Government in human nutrition research. Joint hearing before the Subcommittee on Science, Research and Technology and the Subcommittee on Department Operations, Research, and Foreign Agriculture, No. 35, July 14, 1983.

U.S. House of Representatives: H.R. 4684—The national nutrition monitoring and related research act of 1984. Joint hearing before the Subcommittee on Science, Research and Technology and the Subcommittee on Department Operations, Research, and Foreign Agriculture. No. 124, June 20, 1984.

U.S. House of Representatives: H.R. 2436—The national nutrition monitoring and related research act of 1985. Joint hearing before the Subcommittee on Science, Research and Technology, the Subcommittee on Department Operations, Research, and Foreign Agriculture and the Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition, No. 52, June 25, 1985.

IV. BACKGROUND AND NEED FOR THE LEGISLATION

A national nutrition monitoring system is a basic tool necessary to examine the linkages between food consumption patterns, nutritional status, and health status. An effective national nutrition monitoring system is essential to assure: the safety and quality of the food supply; that the nutritional needs of the public are met; and that an appropriate data base exists for planning and guiding the expenditure of public funds for agriculture, nutrition and health research, education, and intervention programs and policies. Nutrition monitoring, as defined by the HHS-USDA Joint Implementation Plan for a Comprehensive National Nutrition Monitoring System (NNMS) is "that set of activities which are necessary to provide regular information about the role and status of factors which bear on the contribution that nutrition makes to the health of American people.

HISTORY OF NUTRITION MONITORING IN THE UNITED STATES

The American public and national policymakers have focused attention on the role of nutrition in public health promotion and status since the 1930's. Concerns about the nutritional well-being of the United States population escalated in the 1960's and again in the early 1980's as indications of hunger and nutrition problems in certain age, income, and geographic groups mounted. Federal responses to these concerns have been initiated by the Congress of the United States, the President of the United States, and the Executive Branch. Examples of these initiatives to obtain objective data on the dietary and nutritional status of the population include:

Nationwide Food Consumption Survey (NFCS), 1936.—The United States Department of Agriculture (USDA) conducted the first large-scale national household food consumption survey. Additional surveys were conducted in 1942, 1948, 1955, 1965–1966, and 1977–1978. In May 1985, USDA initiated a *Continuing Survey of Food Intakes by Individuals* to complement the larger Nationwide Food Consumption Survey (NFCS).

Ten-State Nutrition Survey (TSNS), 1967.—Public Law 90-174 directed the Secretary of Health, Education and Welfare (HEW) to conduct a survey of the incidence and location of serious hunger and malnutrition and health problems. The survey was conducted between 1968 and 1970 in ten states.

National Nutrition Surveillance Survey (NNSS), 1969.—President Nixon directed the Secretary of HEW to expand existing surveys (authorized by the National Health Survey Act of 1956, P.L. 84-652) to provide a detailed description of the extent of hunger and malnutrition. The objectives of the National Nutrition Surveillance Survey were added to the Health Examination Survey which resulted in the National Health and Nutrition Examination Survey.

National Health and Nutrition Examination Survey (NHANES), 1976.—HEW (now the Department of Health and Human Services) conducted NHANES I from 1971–1974 and NHANES II from 1976–1980. The Hispanic Health and Nutrition Examination Survey (HHANES) was conducted from 1982–1984.

Nutritional Status Monitoring System (NSMS), 1977.—P.L. 95-113 directed the Secretaries of USDA and HEW to submit to Congress a proposal for a comprehensive nutritional status monitoring system. At the request of Congress, the 1978 proposal was developed into the HHS-USDA Joint Implementation Plan for a Comprehensive National Nutrition Monitoring System (NNMS) submitted to Congress in 1981.

A detailed history and description of nutrition monitoring activities in the United States are included in:

Brown, G.E., Jr.: National Nutrition Monitoring System: A Congressional Perspective, *Journal of the American Dietetic Association*, Vol. 84, No. 10, October 1984.

Simopoulos, A.P. (editor): Assessment of Nutritional Status, *The American Journal of Clinical Nutrition*, Supplement. Vol. 35, No. 5, May 1982.

Ostenso, G.L.: National Nutrition Monitoring System: A Historical Perspective *Journal of the American Dietetic Association*, Vol. 84, No. 10, October 1984.

Panel of the National Academy of Public Administration: Improving the National Health and Nutrition Examination Survey. Washington, DC: National Academy of Public Administration, 1980.

U.S. House of Representatives: Nutrition Surveillance and Monitoring. Report prepared for the Subcommittee on Science, Research and Technology of the Committee on Science and Technology, Serial S, August 1979.

USE OF NUTRITION MONITORING DATA

The major components of the current national nutrition monitoring system are the Nationwide Food Consumption Survey (NFCS) and the National Health and Nutrition Examination Survey (NHANES). The 1984 National Academy of Science report, *National Survey Data on Food Consumption: Uses and Recommendations*, identified current and potential uses of the dietary data resulting from these surveys.

The range of dietary data uses was found to go far beyond traditional food and nutrition related issues. For example, data are used in addressing questions related to agricultural production of food and fiber, as well as economic demand analyses and socioeconomic analyses of consumption. Data are also used to appraise the history and trends in food consumption patterns and the nutrient contribution of foods available in the marketplace.

Food safety and toxicology policies and considerations related to incidental contaminants, food additives, and naturally occurring toxic substances also depend on dietary survey data. In addition, these data are used as a basis for the design and marketing of new or improved food products, setting nutrition research and education priorities, and developing food and nutrition-related policies for food regulations and programs. Dietary data in conjunction with nutritional status data are imperative for the assessment of interrelationships of health and nutrition variables in population groups.

In a broader context, nutrition monitoring data are useful indicators of the social well-being of populations and are a necessary component of agriculture, nutrition and health policy and planning. In addition, changing demographic patterns, increases in the use of vitamin and mineral supplements and the proliferation of new food products into the domestic marketplace are current factors whose effects need to be further examined through a national nutrition monitoring system. Nutritional data have a wide variety of uses and users, representing all sectors of society. Systems which contribute to and benefit from nutrition monitoring data such as food production, health care, and Federal intervention systems are national in scope. Thus, there is general agreement that a comprehensive nutrition monitoring program must be a Federal responsibility.

CURRENT NATIONAL NUTRITION MONITORING SYSTEM

The HHS-USDA Joint Implementation Plan for a Comprehensive National Nutrition Monitoring System (NNMS) submitted to Congress in September 1981 outlined planned Federal activities in this area through 1987. The major components of the National Nutrition Monitoring System are the NFCS and NHANES. Examples of additional activities which contribute to the understanding of nutritional status include the Total Data Diet Study conducted by the HHS's Food and Drug Administration and the Nutrient Data Bank administered by USDA's Human Nutrition Information Services. The plan includes a calendar of events for the critical features of the implementation activities. These activities are categorized under the following rubrics: Health status measurements, food consumption measurements, food composition measurements, dietary knowledge and attitudes, food supply determinations, and research. For each of these categories, the plan outlines current efforts and implementation activities, including deficiencies noted in 1978, progress, and activities deferred.

One of the plan's major outcomes was to have been the first coordinated NFCS-NHANES survey, originally scheduled for 1987. Such a compatible survey had been recommended in several major scientific reports namely, *National Survey Data on Food Consumption: Uses and Recommendations*, National Academy of Sciences, 1984 and *Appraisal of the Proposed Budget for Food and Agricultural Sciences*, Report to the President and Congress by the National Agricultural Research and Extension Users Advisory Board, 1985. At the present time, plans are underway to conduct the two surveys separately. The NFCS will continue as a decennial survey with the next data collection to begin in 1987. The NHANES III is scheduled to collect data for the total population sample as a continuous sample over six years beginning in 1988.

The Plan's calendar of events gives a timetable for NFCS and NHANES activities only. The Plan does not indicate that the coordinated survey planned for in 1987 would be designed as a continuous annual sampling, data processing and reporting system. Mechanisms for incorporating other activities such as HHS's Centers for Disease Control nutrition surveillance programs, providing technical assistance to state and local governments, establishing

national baseline data, and research to develop uniform indicators, standards, and procedures for nutrition monitoring are not included in the Plan. The Plan does not identify coordination approaches, activities or needs of other Federal agencies, lead agency responsibility, or manpower and economic resources needed to complete the specified critical features by 1987.

Witnesses testifying at the June 20, 1984 hearing on H.R. 4684, the National Nutrition Monitoring and Related Research Act of 1984, assessed the adequacy of current activities and progress in implementing the 1981 Plan. Quotations from witnesses are summarized as follows:

Presently the need for a comprehensive nutrition monitoring system is not being met even though many of the elements of the system exist.

The original plans for a comprehensive nutrition monitoring system were first proposed in 1978 and developed in more detail in 1981 by USDA and DHHS. In spite of the more than six years since the inception of the idea, there is little progress in evidence and, in fact, plans for the first steps in integration of HANES and NFCS have been delayed.

Presently the data obtained from these various sources are not integrated to provide the timely and comprehensive view of food practices, trends and health implications that could be constructed from the comprehensive data collected by the surveys cited. This should be a major function of a national nutrition monitoring system. In most instances, agencies have not had sufficient resources to insure timely analysis and release of national survey data. These resources should also be provided so that the research and academic community in the United States could play its complementary role in analysis and interpretation of national survey results.

Furthermore, the different survey and analysis methods employed by HHS and USDA do not allow the user to compare findings of HANES I (1971-74) with NFCS (1977-78) or with HANES II (1976-80). Without this comparability, how do we know if we are making progress?

There is little practically-oriented epidemiologic research to develop shorter and cheaper methods of monitoring nutritional status, food consumption, nutrition knowledge, and food scarcity suitable for use by states, localities, and others needing such methods.

In addition, a coordinated effort among the various agencies would enhance standardization of data collection, analysis and reporting, thereby facilitating comparison and interpretation of the surveys and also providing a more comprehensive picture of the nutritional status of the population.

Currently most information we have is 6-10 years old, and therefore is not very useful in identifying current problems, such as the increasing incidence of hunger and malnutrition resulting from the strains of the recent eco-

conomic recession and cutbacks in Federal food assistance programs.

Nutrition surveys must be continuous, and they must be accountable to policymakers and the public. Even the President's Task Force on Food Assistance made this point. Yet the current system does not ensure continuity or accountability.

The testimony of public witnesses quoted above represented over 50 organizations or coalitions of scientific societies, state and local governments, health, and service organizations, consumer, anti-hunger, senior, and religious groups, and food producers and processors. These coalitions expressed the view that the current national nutrition monitoring system needed improvement, continuity in implementation and funding was imperative, and a Congressional mandate was necessary to ensure increased progress and Federal commitment. However, Administration witnesses indicated significant progress had been made in implementing the National Nutrition Monitoring System and a commitment to monitoring was exemplified by its implementation of the plan submitted to Congress in 1981.

Hearings were held June 25, 1985 on H.R. 2436 to obtain the views of the Federal agencies responsible for nutrition monitoring and the views of private and public sector representatives who use nutrition monitoring data. Excerpts from testimony of public witnesses who underscored the need for this legislation and assessed current activities follow:

The need to reinforce the national commitment to a national nutrition monitoring program still exists and, in fact, the needs appear to be greater than ever. The last truly national data from a Health and Nutrition Examination Survey (HANES) date from 1977-1979 even though data analysis from this survey is still under way. The need for systematic and frequent Health, Food and Nutrition Monitoring is apparent when you consider cycles of inflation, unemployment, changes in government programs that have occurred in just the short time since the last HANES data collection.

The data collected from these various sources are not integrated to provide the timely and comprehensive view of food practices, trends and health implications that could be constructed the comprehensive data collected by the surveys cited.

The technical expertise that the federal government could apply to assist states and localities in moving rapidly to assess these problems has been largely absent, and there has been little capacity demonstrated within federal agencies for disseminating these innovative technologies to other localities which are struggling with the same problems. In addition, information which is released nationally is frequently outdated, thereby confusing and confounding the development of public policy.

The current system for the dissemination of materials on nutrition is too fragmented and dispersed. It is impor-

tant that nutritional information be centrally supervised and internally consistent.

Over 70 organizations (See Appendix) supported the view that H.R. 2436 was the means to improve the concerns expressed in the above testimony, namely more effective use of Federal dollars for nutrition monitoring and research efforts and greater coordination of all Federal programs and improved integration with state and local initiatives.

Agricultural commodity groups testifying at the June 1985 hearing had some reservations about the agencies designated in H.R. 2436 to be responsible for the nutrition monitoring program and the dietary guidance, as well as the management structure proposed in the bill as introduced. Excerpts from testimony of witnesses representing agricultural commodity groups follow:

The new structure envisioned in H.R. 2436 (as originally proposed) would hamper, not facilitate, a coordinated nutrition monitoring program due to the cumbersome, bureaucratic management structure. The approach would adversely effect USDA programs ability to comply with legislatively mandated goals. Finally, the dietary guidance and effective communication to the public as specified under Section 102 are inappropriately included in this monitoring bill. These are nutrition education activities, not monitoring activities.

Moreover, joint responsibility between the two departments would prevent the administratively difficult situation that H.R. 2436 would create, whereby USDHHS, because of the broad definition of nutrition monitoring in the legislation, would have ultimate authority over several functions of USDA.

The recommendations of these groups, who now endorse the bill, were incorporated into H.R. 2436 as amended and reported by the Science and Technology Committee. The Committee simplified the organization and management structure for the National Nutrition Monitoring and Related Research Program, and designated joint responsibility for the Program and issuance of dietary guidance to the Secretary of Agriculture and the Secretary of Health and Human Services.

Administration officials from the Department of Agriculture (USDA) and the Department of Health and Human Services (HHS) noted in the June, 1985 testimony that interagency coordination has been strengthened through the framework of the Joint Nutrition Monitoring Implementation Plan. Administration witnesses testifying at the June 1985 hearing, did not support the bill, as introduced. Excerpts from testimony of Administration witnesses follow:

The real problems are to resolve technical issues among components of the NNMS and to pursue ways to better utilize information collected through our data systems. We believe that these problems can be better addressed through mechanisms in which we have already invested considerable effort.

Although opposed to H.R. 2436, the Department (USDA) supports the overall purposes of the Act to implement a coordinated and comprehensive approach to nutrition monitoring. This will require continued effective management and oversight of the current system. We are committed to providing the best monitoring data possible in the fastest, yet efficient and scientifically sound manner. We believe that we can achieve sound manner. We believe that we can achieve this goal without the added burden of additional layers of managers and advisors required by H.R. 2436 and within a reasonable budget.

To address these concerns, the Committee has modified the organizational structure for program management specified in the bill as introduced. The bill as modified, increases the flexibility of the structure by: authorizing the Secretary of Agriculture and the Secretary of Health and Human Services to be jointly responsible for the Coordinated Program and to appoint the joint chairpersons of the Interagency Board for Nutrition Monitoring and Related Research; reducing the number of joint chairpersons of the Interagency Board; permitting the Board to use an existing interagency task group or committee to carry out the functions of the Board; making the appointment of a program administrator optional; reducing the number of members to be appointed to the Advisory Council; and allowing the Advisory Council to meet at their discretion.

LEGISLATIVE NEED TO IMPROVE THE NATIONAL NUTRITION MONITORING SYSTEM

Over the past eight years, the Subcommittee on Science, Research and technology of the Committee on Science and Technology of the Committee on Science and Technology and Subcommittees of the Committee on Agriculture have attempted to motivate HHS and USDA to develop a central focus for the coordination of Federal nutrition monitoring activities. The Subcommittee also encouraged these departments to establish a means for other Federal agencies and the public and private sector to participate in the planning and implementation of the NNMS. In addition, the Subcommittees requested from the Administration an estimate of the resources needed to complete the 1981 plan and emphasized the need for a continuous and timely system for assessing the nutritional status of the population. However, neither the information requested nor an assessment of the recommendation improvement have been received.

In response to these requests the Administration had underscored their commitment to nutrition monitoring and acknowledged that progress in nutrition monitoring is largely the result of focused Congressional attention in this area. Although progress has been made since the 1981 plan was submitted to Congress, current actions indicate that: the first coordinated survey originally scheduled for 1987 will not occur; plans for an integrated continuous and timely system are not developed; and important components of a comprehensive national nutrition monitoring system which would enhance the utility and cost-effectiveness of such a system are not included in the current plan.

Based on findings of the Committee, a legislative mandate is recommended as necessary to maintain the progress which has already been achieved, thereby assuring that the United States has the benefit of a continuous and comprehensive national nutrition monitoring system. The Committee recognizes the efforts made by the Administration in this area. The Committee believes that H.R. 2436, as amended, strengthens the developing cooperation between Federal agencies and provides the mechanism necessary to incorporate the needs expressed by the groups who depend upon the products and services of a national nutrition monitoring system to be addressed. In addition, H.R. 2436 calls for the authorization and appropriation of funds for nutrition monitoring to be identified as a separate line item of the budget of the appropriate agency, thus giving the Congress and the public the opportunity to exercise their oversight responsibilities to assure the National Nutrition Monitoring and Related Research Program is effectively administered.

V. EXPLANATION OF THE BILL

A national nutrition monitoring system is essential to the development of rational food, nutrition, and health policies at all levels of government. As early as 1969, the White House Conference on Food, Nutrition and Health recommended the implementation of a comprehensive national nutrition monitoring system. In 1977, the Congress directed USDA and HEW to develop a proposal for a comprehensive nutritional status monitoring system. The 1978 proposal was developed into the implementation plan submitted to Congress in 1981. The need to improve and expand current Federal efforts in nutrition monitoring has recently been expressed by all sectors of society, including the 1984 report of the President's Task Force on Food Assistance.

Over the past eight years, oversight hearings by the Subcommittee on Science, Research and Technology of the Committee on Science and Technology and the Subcommittees of the Committee on Agriculture have revealed that:

Scientific methods and technologies to assess nutrition and dietary status are costly, imprecise, and lack standardization;

Federal efforts to collect, analyze, interpret, and disseminate dietary and nutritional status data are untimely, give inadequate attention to assessing high-risk groups and geographic areas, and lack resources for the continuous collection, processing, and analysis of dietary, nutritional, and related health status information and for the monitoring of general health trends and their relationship to food practices and supplies;

Nutrition monitoring and related research lacks a central Federal focus for the development, coordination, and implementation of a strategic and timely national nutrition monitoring program; and

No effective means currently exist to assist State and local governments in obtaining dietary and nutritional status and in developing related data bases and networks, or to bring together public and private interests to identify national nutrition

monitoring priorities and issues, and to promote progress in a cooperative forum.

The principal objective of H.R. 2436 is to establish a ten-year coordinated National Nutrition Monitoring and Related Research Program through the development of a comprehensive plan to identify priorities and responsibilities, and to be used as a basis for authorization and appropriation of resources. The purposes of the bill are:

To make more effective use of Federal and State expenditures for nutrition monitoring and to enhance the performance and benefits of current federal nutrition monitoring and related research activities.

To establish and facilitate the timely implementation of a coordinated National Nutrition Monitoring and Related Research Program and thereby establish a scientific basis for the maintenance and improvement of the nutritional status of the United States population and the nutritional quality of the United States food supply;

To establish and implement a comprehensive National Nutrition Monitoring and Related Research Plan to assess on a continuing basis the dietary and nutritional status and trends of the United States population, the state-of-the-art, future monitoring and related research priorities, and the relevant policy implications;

To establish and improve national nutritional and health status data and related data bases and networks, and to stimulate research necessary to develop uniform indicators, standards, methodologies, technologies, and procedures for nutrition monitoring;

To establish a central Federal focus for the coordination, management, and direction of Federal nutrition monitoring activities;

To establish mechanisms for addressing the nutrition monitoring needs of Federal, State, and local governments, the private sector, scientific and engineering communities, health care professionals, and the public in support of the objectives described above.

To provide for the conduct of such scientific research and development as may be necessary or appropriate in support of such objectives.

H.R. 2436 establishes a framework for achieving the stated objectives through the development of a Coordinated Program, the National Nutrition Monitoring and Related Research Program. The Secretaries of Agriculture and Health and Human Services are jointly responsible for the implementation of the Coordinated Program. The Secretaries are assisted in the program's development, administration and implementation by an Interagency Board for Nutrition Monitoring and Related Research and an Advisory Council. Authorization to appoint a program administrator is provided in the bill.

The Secretaries, with the advice of the Board, are directed to establish the goals of the Coordinated Program and identify the activities and responsible agencies for the achievement of such goals,

and to assure the timely implementation of the Coordinated Program and Comprehensive Plan.

The Secretaries of Agriculture and Health and Human Services are each directed to designate an Assistant Secretary position to serve as the joint chairpersons of the Interagency Board. Representatives from those federal agencies which conduct nutrition monitoring activities or which utilize human nutrition data shall also serve on the Board as deemed appropriate by the joint chairpersons. If appointed, the Administrator and appropriate staff, will serve as a support function for the Interagency Board and will serve as the Executive Secretary for the Advisory Council.

The Advisory Council is composed of eleven members, seven to be appointed by the President, two by the House and two by the Senate. The Council members are to be eminent in nutrition monitoring and related areas. The membership is also to include representation from state and local governments, the Food and Nutrition Board of the National Academy of Sciences, various geographic areas, the private sector, academia, scientific and professional societies, minority organizations, and public interest organizations. The joint chairpersons of the Interagency Board are to serve as non-voting members of the Council. The Council is to serve as a communication link between the appointed members, the scientific and user communities, and the Federal government. The major functions of the Council are to provide scientific and technical advice on the development and implementation of the National Nutrition Monitoring and Related Research Program, to evaluate the scientific and technical quality of the Comprehensive Plan and the effectiveness of the Coordinated Program, to recommend to the Secretaries methods of enhancing the Comprehensive Plan and Coordinated Program, and to submit to the Secretaries an annual report.

The bill, as modified also specifies that dietary guidelines for the general population are to be issued and published by the Secretaries. If any other Federal agency wishes to publish this type of data, the agency must submit the text to the Secretaries for review prior to release.

VI. SECTIONAL ANALYSIS OF THE BILL, AS AMENDED

TITLE I—NUTRITION MONITORING AND RELATED RESEARCH

Section 101 establishes a ten-year coordinated Nutrition Monitoring and Related Research Program. The Secretary of Agriculture and the Secretary of Health and Human Services are jointly responsible for the Coordinated Program's implementation. An Interagency Board for Nutrition Monitoring and Related Research, jointly chaired by an Assistant Secretary for Agriculture and an Assistant Secretary for Health and Human Services as designated by the Secretaries, is established to assist in implementing the program. The remaining members of the Board consist of additional representatives of Federal agencies, as deemed appropriate by the joint chairpersons. To coordinate the Nutrition Monitoring and Related Research Program, the Secretaries may appoint an Administrator for Nutrition Monitoring and Related Research. If appoint-

ed, the Administrator is to serve as the central focus for the Coordinated Program, administer the Coordinated Program with the advice and counsel of the joint chairpersons of the Board, and also serve as the Executive Secretary for the National Nutrition Monitoring Advisory Council.

As reported by the Committee, the bill transfers responsibility for the Coordinated Program's implementation and the appointment of an Administrator from the Secretary of Health and Human Services, jointly to the Secretary of Agriculture and the Secretary of Health and Human Services. The Committee deleted language designating the Assistant Surgeon General For Research and Development in the Department of the Army as a joint chairperson of the Board. The Committee added language to direct each Secretary to appoint one Assistant Secretary to Board chairmanship. And finally, the Committee deleted the requirement that a program administrator be appointed and made the appointment optional, and deleted designation of a pay rate for the Administrator. These changes were made to increase the flexibility of the organizational structure for program management.

Section 102 defines the functions of the Secretaries and authorizes the Secretaries, with the advice of the Board, to establish the goals of the Coordinated Program, to identify the activities required to meet the goals and the responsible agencies, and to assure the timely implementation of the Coordinated Program and the Comprehensive National Nutrition Monitoring and Related Research Plan. The Secretaries, with the advice of the Board, are to include in the Coordinated Program:

- (1) a competitive grants program which will accelerate the development of uniform and cost-effective standards and indicators for the assessment and monitoring of nutritional and dietary status and for relating food consumption patterns to nutritional and health status;
- (2) a grants program which will encourage and assist State and local governments to develop the capacity to conduct monitoring and surveillance of nutritional status, food consumption and nutrition knowledge and in using such capacity to enhance nutrition services.

The Secretaries, with advice of the Board are to develop an annual interagency budget for each fiscal year of the Program and foster cost recovery management techniques. An independent scientific body, such as the National Academy of Sciences or the Federation of American Societies for Experimental Biology, is to be contracted by the Secretaries to interpret data analyses and publish every two years a report on the dietary, nutritional and health related status of the United States population and the nutritional quality of the food supply. The Secretaries shall submit to the President for transmittal to the Congress by January 15 of each year an annual report which evaluates the progress of the program, summarizes the results of program components, analyzes the dietary, nutritional and related health status of the United States population, the nutritional quality of the food supply, the relevant policy implications of such findings and future nutrition monitoring and related research priorities. The report shall also include

the annual report of the Advisory Council and an executive summary of the most recent report of the scientific body.

The Committee removed the National Science Foundation and the Centers for Disease Control as the responsible agencies for the administration of the grants programs. Appropriate agencies to administer these grants programs are to be specified in the Comprehensive Plan; this action makes identification of the responsible agency for each component of the Plan consistent throughout the bill. The Committee clarified that the role of the scientific body, was to interpret available data analyses, and that the publication of dietary guidelines would continue to be the joint responsibility of the Secretary of Agriculture and Secretary of Health and Human Services. To conform with Section 101 of this bill, the responsibility for establishing a grants program, contracting with a scientific body, and preparing the annual reports, now rests jointly with the Secretaries rather than the Secretary of Health and Human Services.

Section 103 specifies that the Secretaries, with the advice of the Board, shall prepare and implement a Comprehensive Plan for the coordinated National Nutrition Monitoring and Related Research Program. The Comprehensive Plan is to serve as a guide for coordinating nutrition monitoring activities, identifying priorities, defining the role of the Federal government in addressing the priorities, allocating responsibility to Federal agencies, developing an inter-agency budget for the Coordinated Program, and requesting authorizations of appropriations for implementation of the Plan. The Plan shall include mechanisms to complete the analysis and interpretation of NHANES and NFCS data collected prior to 1984 within the first year of the Comprehensive Plan. The Comprehensive Plan is to be submitted in draft form to the President for submission to the Congress, and for public review, within twelve months after the date of enactment of the act. The final Comprehensive Plan is to be submitted in final form to the President for submission to Congress within sixty days after the close of the comment period. This section also establishes that nothing shall be construed as modifying or as authorizing the Secretaries to modify any provision of an appropriation Act which specifies the department or agency to which funds are appropriated, or the obligations of such department or agency with respect to the use of such funds.

The language of this section was clarified to conform with Section 101, giving responsibility for the preparation, implementation, and submission of the Comprehensive Plan, to the Secretaries. The Committee specified that ongoing data analysis of pre-1984 data shall become part of the Plan. The Committee also specified that the Board's reports should be submitted to the President for submission to the Congress.

Section 104 directs that the Comprehensive Plan is to be implemented during the period ending with the close of the ninth fiscal year following the fiscal year in which the Comprehensive Plan is submitted in final form. The Federal agencies allocated the functions and activities encompassed in the Comprehensive Plan are to be funded by appropriations which shall be made to such agencies. In addition, the Congress shall exercise oversight authority for the Coordinated Program.

The Committee removed language specifying that the plan should be subject to annual authorizations due to redundancy with Section 106.

Section 105 authorizes the Secretaries to coordinate with other appropriate Federal agencies scientific research and development in support of the objectives of the Coordinated Program and Comprehensive Plan.

The Committee clarified that the responsibility for Program coordination is to rest with the Secretaries, in accordance with Section 101 of this bill.

Section 106 specifies that the Secretaries and each agency allocated responsibility under the Coordinated Program shall request authorizations and appropriations for carrying out the Coordinated Program and implementing the Comprehensive Plan. Such requests should be made as a separate line item in the budget of the agency involved and shall be consistent with the interagency budget for the Coordinated Program.

The Committee removed authorizations for grants programs in conformance with changes made in Section 102 which removed the designation of the National Science Foundation and the Centers for Disease Control as responsible agencies for these grant programs. Authorization for the grant programs shall be requested by the agency designated responsibility in the Comprehensive Plan and consistent with the interagency budget for nutrition monitoring and related research.

TITLE II—NATIONAL NUTRITION MONITORING ADVISORY COUNCIL

Section 201 establishes an Advisory Council to provide scientific and technical advice on the development and implementation of the Coordinated Program and Comprehensive Plan, and to serve in an advisory capacity to the Secretaries. The Council is to include eleven voting members, seven to be appointed by the President and four to be appointed by the Congress. The persons appointed to the Council are to be eminent in nutrition and related fields and selected solely on the basis of established records of distinguished service. The Council is to include representatives from various geographic areas, the private sector, academia, scientific and professional societies, minority organizations, and public interest groups. The term of office of the voting members is five years, except those seven members first appointed by the President are to be set on a staggered basis. Appointed members of the Council may receive travel and per diem allowances but shall not receive compensation. The Council is to include the joint chairpersons of the Interagency Board as ex officio non-voting members. The Council is to meet on a regular basis at the call of the Chairperson or upon written request of one-third of its members. If a program administrator is appointed, provision is made for the administrator to serve as the Executive Secretary of the Council.

Language in the bill, as amended, directs the President to establish the Council rather than establishing the Advisory Council by this Act and reduces the size of the Council from fifteen to eleven members. The number of Presidential appointees and Congressional appointees was adjusted accordingly. The Committee added lan-

guage specifying that the joint chairpersons of the Board, namely the Assistant Secretaries, would serve as ex-officio members of the Council, and eliminated language allowing other individuals specified by the Board for this function. The Committee adopted a standard form of rotation for the Council members, staggering those first appointed by the President, but allowing the rest to serve a standard five year term. Thus language was eliminated which specified terms of rotation for those members to be appointed by Congress. The Committee modified language specifying the meeting requirements of the Council to increase the flexibility of the Council management structure. The Committee also struck language providing compensation for members of the Council. However, council members may receive travel and per diem expenses. The Committee added clarifying language to specify that if an Administrator was appointed, the Administrator is to serve as the Council's Executive Secretary.

Section 202 defines the functions of the Council which include providing scientific and technical advice on the development and implementation of the Coordinated Program and the Comprehensive Plan, evaluating the scientific and technical quality of the Comprehensive Plan and the effectiveness of the Coordinated Program and recommending to the Board on an annual basis, means of enhancing the Comprehensive Plan and the Coordinated Program and submitting to the Secretaries an annual report which shall be included in full with the Secretaries' annual report to the President for transmittal to Congress.

The Committee clarified language defining the functions of the Council and the type of evaluations and recommendations which the Council should provide on the Comprehensive Plan and Program. The Committee also modified language in accordance with Section 101 to indicate that the Council's report should be directed to the Secretaries.

TITLE III—DIETARY GUIDANCE

Section 301 specifies that the Secretary of Agriculture and the Secretary of Health and Human Services shall jointly issue and publish dietary guidelines for the general population based on scientific knowledge and the dietary patterns and nutritional status of the population. The section further specifies that any Federal agency planning to issue basic dietary guidance for the general population shall submit the text of the proposed guidance to the Secretaries for review prior to release. The review process is limited to a period of six months. If the Secretaries fail to express any objection within that six month period, the submitting agency may release the dietary guidance.

The Committee added Title III to the bill, as introduced, to reaffirm the role of the executive departments in setting dietary guidelines to insure that this function continues to be the joint responsibility of the Secretary of Agriculture and the Secretary of Health and Human Services.

VII. COMMITTEE VIEWS

1. *Interagency Board for Nutrition Monitoring and Related Research.* The Secretary of Agriculture and the Secretary of Health and Human Services are responsible for implementation of the National Nutrition Monitoring and Related Research Program. The Interagency Board for Nutrition Monitoring and Related Research is to assist the Secretaries in developing, implementing, and managing a coordinated strategic and timely National Nutrition Monitoring and Related Research Program. The Committee intends that the Board will also play a major role in establishing a central focus for coordinating Federal nutrition monitoring activities, bringing together public and private interests and priorities, and disseminating the results of the program in a cooperative forum.

The Committee intends the Board to be an independent task force composed of representatives of Federal agencies who use and support nutrition monitoring activities. In addition to the Federal agencies who are currently members of the Interagency Committee on Human Nutrition Research, the Board should utilize the expertise of agencies which use and contribute to the development of nutrition monitoring data such as the National Bureau of Standards, the Environmental Protection Agency, and the Bureau of Labor Statistics. The Board is not intended as a new agency, but rather a mechanism for integrating and coordinating the nutrition monitoring activities of Federal agencies currently responsible for the various components of nutrition monitoring as defined by the bill, as amended. If the Joint Chairpersons of the Board deem appropriate, the Board may delegate functions to an existing intergovernment coordinating mechanism, such as the Interagency Committee on Human Nutrition Research, or to an appropriate specific task force under an existing coordination mechanism. However, the Secretary of Agriculture and the Secretary of Health and Human Services shall retain the responsibility to assure that the Board effectively implements the National Nutrition Monitoring and Related Research Program and that the objectives of the legislative mandate are fulfilled.

The Secretary of Agriculture and the Secretary of Health and Human Services are expected to define and direct the organization and management of the Board. The Committee substitute gives the Secretaries the authority to appoint a Program Administrator to report to the joint Chairpersons of the Board. If appointed, the Administrator is to be a scientist eminent in the field of nutrition monitoring and related research. The Administrator is to serve as a central focus for the Program, carry out the directives of the Board, provide administrative support to the Advisory Council, and coordinate and monitor the activities necessary to achieve the time and quality milestones specified in the Comprehensive Plan.

The Committee recognizes that scientists within the Federal agencies responsible for nutrition monitoring have expertise in the field and consideration should be given to appointing available expertise as the full-time Program Administrator and detailing additional staff, as appropriate, to provide the support needed by the Program Administrator to effectively coordinate the Program. If the Secretaries do not elect to appoint an Administrator, the Com-

mittee directs the Secretaries to develop a mechanism within the Board to provide a central program focus and accomplish the organization and management functions necessary for an effective nutrition monitoring program.

If an Administrator is appointed or designated, the Committee does not believe the Program Administrator and staff necessarily need to be physically located in any one Federal agency. Location of the administrator in close proximity to the Departments of the joint Chairpersons of the Board could facilitate communication. However, these Departments are not currently located in one central or geographic area, therefore consideration should be given to housing the office of the Program Administrator near the offices of other Federal coordination task forces, such as the Interagency Task Force on Acid Precipitation. In this regard, the Committee believes considerable benefits could be realized from other Federal coordination task forces through shared experiences in developing interagency comprehensive plans and budgets, and in managing the functions of interagency task forces and advisory groups.

The Committee intends that the Secretaries and the Board provide the Advisory Council with necessary data resources and adequate staff support to ensure that the functions of the Advisory Council are achieved. The Secretaries are expected to provide the resources, including support for the Advisory Council, necessary to develop the draft Comprehensive Plan for submission to the President. The Secretaries are expected to include any funds necessary for administrative support, technical and clerical staff, the Board, and the Council in the interagency budget for the Comprehensive Plan. These necessary administrative funds for the fiscal year in which the Comprehensive Plan is submitted and each succeeding fiscal year, consistent with the interagency budget for the Coordinated Program, are to be requested by the appropriate agencies through annual authorizations.

2. *National Nutrition Monitoring Advisory Council.* The National Nutrition Monitoring Advisory Council is intended to represent the scientific and technical views and recommendations of a broad range of experts, and to serve as a communication link among the public and private sectors, the Secretaries, the President, and the Congress. It is intended that the Council members will seek the views of other experts and bring them to the work of the Council for consideration. The Advisory Council should provide scientific and technical advice on the components of the Coordinated Program and the Comprehensive Plan.

The Council should give high priority to evaluating the Scientific and technical quality of the Comprehensive Plan and the Coordinated Program, as well as the effectiveness of the Coordinated Program in achieving the objectives to improve nutrition monitoring. Thus, the Committee emphasizes the importance of selecting Advisory Council members who have both the necessary expertise and time to devote to the functions of the Council. In this regard, the Committee substitute contains the provision that Advisory Council members may receive reimbursement for per diem and travel expenses when performing Council duties.

The Committee intends that the Advisory Council would replace and extend the existing joint Nutrition Monitoring Evaluation

Committee. The Joint Nutritional Monitoring Evaluation Committee's current function is to interpret and report on existing dietary and nutritional status data. H.R. 2436 directs the Secretaries to contract with a scientific body to interpret available data analyses and report on the dietary, nutritional and health-related status of the population of the United States and the nutritional quality of the national food supply. The Committee agrees with the philosophy that data collection and analyses should be separated from data interpretation and thus concurs in the directive to contract this function to an appropriate scientific body. In addition, the Committee believes that data interpretation should be the responsibility of an entity which has the necessary resources to accomplish the task rather than an advisory group dependent upon ad hoc staff support.

As the Advisory Council absorbs the activities of the Joint Nutrition Monitoring Evaluation Committee, the functions should be revised and extended to provide scientific and technical advice on the components of the Coordinated Program and the Comprehensive Plan. The Council may develop whatever organization and management structure it feels is necessary to effectively accomplish the goals and functions of the Council, including the appointment of a vice chairperson and special purpose task groups.

3. *Comprehensive Plan for National Nutrition Monitoring and Related Research.* The Committee expects that the Comprehensive Plan for National Nutrition Monitoring and Related Research will encompass all aspects of nutrition monitoring including the research necessary to improve the benefits and cost-effectiveness of the National Nutrition Monitoring and Related Research Program. The Comprehensive Plan should focus on the infrastructure necessary to support an effective nutrition monitoring system (methods and technologies, data banks and networks, technical assistance to State and local governments, and data needs of all sectors of society), as well as the surveys necessary to assess and report on a continuous basis the nutritional and dietary status of the United States population and the nutritional quality of the United States food supply. Special attention should be given to examining the interrelationships between food consumption patterns, nutritional status, and health status.

The Comprehensive Plan is to serve as a focal point for nutrition monitoring activities and identification of national nutrition monitoring priorities. The Committee intends the Comprehensive Plan will be a rolling ten-year plan, up-dated and adjusted as necessary on a systematic basis, with long-term priorities added as short-term goals are completed and program progress evaluated.

The Committee realizes that all components of the plan as specified in SEC. 103(b) cannot be accomplished in the first years of the Program. The Committee intends that the components of the Plan specified in SEC. 103(b) will be strategically incorporated into the ten-year Program and the objectives of the Coordinated Program and the Comprehensive Plan as specified in SEC. 103(a) will be achieved within the ten-year period. However, the Committee fully intends that the two components of the Plan which designate a specific timeframe be accomplished as set forth in the amendment: (1) provide by 1990 for the continuous collection, processing, and anal-

ysis of nutritional and dietary status data through a stratified probability sample of the United States population; (2) within the first year of the Comprehensive Plan, complete analysis and interpretation of the National Health and Nutrition Examination Survey and the Nationwide Food Consumption Survey data sets collected prior to 1984.

The Committee intends that the Comprehensive Plan will include the full range of national nutrition monitoring needs and priorities, including the identification of those priorities to be initiated by the Federal Government and identification of the Federal agencies responsible for each activity within the Federal priorities. The Committee expects the Comprehensive Plan to assist the non-federal research communities in selecting those activities which they can undertake to achieve the national goals. To this end, the Secretaries should establish mechanisms to stimulate academic/industry/government partnerships to assist in accomplishing the objectives of the Comprehensive Plan.

4. *Priority Areas to Enhance the Benefits and Reduce the Cost of a National Nutrition Monitoring Program.* Based on testimony before the Subcommittee on Science, Research and Technology of the Committee on Science and Technology and Subcommittees of the Committee on Agriculture over the past seven years, the Committee believes special attention should be given to: (a) basic research to provide the science and engineering base necessary to accelerate the development of uniform and cost-effective standards and indicators for assessing and monitoring the nutritional status of the population, and applied research to develop less costly, more precise, and standard methods and techniques to assess nutritional status and to relate food consumption patterns to nutritional and health status; (b) assist State and local governments in developing the capacity to conduct monitoring and surveillance of nutritional status and using the resulting skills and data to enhance nutrition services; (c) develop a moving average system for the continuous collection, processing, and analysis of nutritional and dietary status through a stratified probability sample of the population; and (d) foster cost recovery techniques to increase the resources available for the National Nutrition Monitoring and Related Research Program.

a. *Accelerate the Development of Methods and Techniques to Assess Nutritional and Dietary Status.* To accomplish this objective, in part, the bill, as reported, directs the Secretaries to establish a competitive grants program as an integral part of the Comprehensive Plan. The grants program gives priority to nutrition monitoring methods research and is intended to motivate methods research and leverage funds from other sources, including Federal laboratories and the private sector.

The research goals need not necessarily involve clinical research, but provide the science and engineering base necessary to accelerate the development of uniform, cost-effective, non-invasive, standards and indicators of nutritional status. The Committee believes that this part of the nutrition monitoring methods research program must take a broad interdisciplinary approach and develop partnership efforts between engineering, nutrition, and medicine. In addition, the Committee directs the Secretaries to give special

consideration to research on food intake methods, data analysis methods, and sampling methods recommended in the 1986 National Academy of Sciences (NAS) report, *Nutrient Adequacy: Assessment Using Food Consumption Surveys*.

Over the past six years the Committee has urged USDA and HHS to enhance support and incentives for conducting nutrition monitoring methods research with a goal toward improving the effectiveness and reducing the cost of future nutrition monitoring activities at the Federal, as well as the State and local government levels. Federal activities have focused on survey methodology, however little progress has been demonstrated in the development of innovative low-cost and non-invasive standards and indicators of nutritional and health status prior to data collection planned for FY 87 and FY 88. Therefore, the Committee is concerned that USDA supports the rationale for the present level of effort on the basis that, "In cooperation with the Department of Health and Human Services, we are conducting and planning nutrition monitoring and related research at a pace that is practical relative to the methods, standards, and technologies available." Since the Committee believes methods research is essential to improve the value of nutrition monitoring data and enhancing the cost-effectiveness of such a system, the Committee encourages the establishment of additional incentives within the Comprehensive Plan to motivate methods research by Federal and non-federal entities and to enhance the applied and clinical aspects of developing less-costly and more precise indicators of nutritional and related health status.

b. *Assist State and Local Governments in Developing the Capacity to Conduct Nutrition Monitoring.* Many States are beginning to develop nutrition monitoring and surveillance systems as a basis for establishing health care and delivery priorities, establishing baseline values, and for evaluating the effectiveness of State health and nutrition services and programs. On June 25, 1985, witnesses before the Subcommittee on Science, Research and Technology representing State government and public health organizations testified that, "However, the technical expertise that the Federal Government could apply to assist states and localities in moving rapidly to assess these problems has been largely absent, and there has been little capacity demonstrated with federal agencies for disseminating these innovative technologies to other localities which are struggling with the same problems—there are no states which have been able to use existing national nutrition survey results in establishing baseline values and setting measurable dietary targets for the future. This is not necessarily because the raw data are not available nationally, but rather because there is no mechanism to transfer the technology of how to apply these data in making synthetic population estimates between federal sources and non-federal data users. We stand prepared to participate in developing and contributing to this system [National Minimum Data Set], and we guarantee that it will be used by a wide array of agencies and organizations, thereby multiplying by many times the benefits of existing federal nutrition monitoring efforts."

Therefore, the Committee gives high priority to the components of the bill it has reported which are designed to provide scientific

and technical assistance, training and consultation to State and local governments for the purpose of obtaining dietary and nutritional status data. In the long-range, by collaboration with the Federal Government, state and local nutrition monitoring data collection techniques could be improved and standardized to a level of quality acceptable for networking to other interested groups and thus eventually become an integral component of a minimum data core of a national nutritional status network. The contribution of data collected by States to a national network could in the long-run feasibly reduce the size of the Federal sample necessary to develop a national minimum data core and therefore reduce the cost of the Federal contribution to data collection for the national nutrition monitoring system.

The Committee substitute also seeks to encourage and assist State and local governments in developing the capacity to conduct monitoring and surveillance of nutritional status, food consumption, and nutrition knowledge and to assist in using the capacity to enhance nutrition services through a grant program. This program is intended to extend the current Centers for Disease Control programs which now provide technical assistance and consultation to selected States and local health jurisdictions to develop and implement a nutritional status surveillance system throughout the United States. This program is intended to be an integral part of the Comprehensive Plan, but not to limit additional priorities for technical assistance to State and local governments which should also be incorporated into the Comprehensive Plan as appropriate.

c. *Develop a Moving Average System for the Continuous Collection, Processing, and Analysis of Nutritional and Dietary Status Data.* The Committee notes that numerous reports, including the recent President's Task Force on Food Assistance, have called for a timely system for the collection, processing, and analysis of nutritional and dietary status data. Several reports, including the NAS 1981 report, *Assessing Changing Food Consumption Patterns*, and the 1984 NAS report, *National Survey Data on Food Consumption: Uses and Recommendations*, strongly recommended a moving average system as a cost effective means of achieving a timely and useful system.

Thus, the Committee intends that the Comprehensive Plan will include a system, to begin no later than FY 1990, for data collection, and assessment and reporting of nutritional and dietary status on an annual basis, as appropriate, and a comprehensive data analysis at the end of each period when a statistical national sample is complete. Such a system should be designed to provide data from a national population sample, as well as high-risk groups and areas. The Committee realizes that the collection of nutrition monitoring data based on a statistical sample that would provide information on a State-by-State basis would be economically infeasible and therefore does not intend that data be collected on a State level sample, but rather the system should provide assistance to State and local governments in contributing to and using national data and provide common indicators and standards which would be usable by States and consistent with a national system.

In addition, the Committee realizes that the evaluation of Federal Food Assistance programs cannot be accomplished through a na-

tional nutrition monitoring system, but that a national system will contain certain common indicators and standards which could be transferred and used for program evaluation purposes. The Committee notes that this directive is consistent with the HHS *Public Health Service Implementation Plans for Attaining the Objectives for the Nation* (Public Health Reports September-October 1983) which states, "Before 1990, a comprehensive national nutrition status monitoring system should have the capability for detecting nutritional problems in special population groups, as well as for obtaining baseline data for decisions on national nutrition policies."

The Committee directs the Secretaries to give special consideration to the characteristics of the proposed continuous system which is described in the 1981 NAS report, *Assessing Changing Food Consumption Patterns*. Likewise, attention should be given to the 1984 NAS report, *National Survey Data on Food Consumption: Uses and Recommendations*, which calls for identical methodologic cores, compatible sampling, common population descriptors, a continuous data collection, processing, and reporting system, and a continuous evaluation process for updating the survey design and methods.

d. *Foster Cost Techniques to Increase the Resources Available for the National Nutrition Monitoring and Related Research Program.* The Committee encourage the Secretaries to develop innovative approaches to leverage and increase the resources available for the program through cost recovery techniques, such as large data base management and other information technology advancements. In this regard the Committee supports the provision that appropriate fees may be charged for publications resulting from the program and the proceeds used to support program goals. The Committee encourages the Secretaries to develop partnerships and cost-sharing programs with the private sector, academia and state and local governments to leverage funds for enhancing program resources.

5. *Dietary Guidance.* The Committee intends that any basic dietary guidelines for the general population shall be jointly issued and published (electronic and/or print media) by the Secretary of Agriculture and the Secretary of Health and Human Services. The Committee notes that the period for jointly reviewing the text of proposed guidance by the Secretary of Agriculture and the Secretary of Health and Human Services is limited to six months. However, the Committee encourages the Secretaries to conduct the joint review as quickly as possible to accelerate the publication of timely dietary guidance. The Committee intends that the joint review process should apply only to basic dietary guidelines for the general population and does not apply to dietary guidance for subgroups of the population such as those with special dietary needs, at potential nutrition-related risk, or for subgroups with specific needs for health promotion and disease prevention guidance.

VIII. LEGISLATIVE HISTORY

Hearings on national nutritional status monitoring priorities and systems have been held by Subcommittees of the Committee on Science and Technology since 1977, (see Section II of this report). The 1977 hearings prompted a mandate in P.L. 95-113, the Food and

Agriculture Act of 1977, for USDA and HEW (now the Department of Health and Human Services) to submit a proposal for a comprehensive nutritional status monitoring system. The proposal was submitted to Congress in March 1978. A Subcommittee of the Science and Technology Committee requested the General Accounting Office (GAO) to review the proposal.

In June 1978 GAO identified several weaknesses in the proposal and recommended the Executive Branch develop an implementation plan. Both the House and the Senate directed the Executive Branch to proceed with an implementation plan for a national nutritional status monitoring system.

The implementation plan had not been received by Congress in 1981. Therefore, joint hearings were held in June 1981 by the Subcommittee on Science, Research and Technology of the Committee on Science and Technology and the Subcommittee on Department Operations, Research, and Foreign Agriculture of the Committee on Agriculture to obtain from the Executive Branch a commitment for submission of the implementation plan. The HHS-USDA Joint Implementation Plan for a Comprehensive National Nutrition Monitoring System was received by the Congress in September 1981. The Subcommittees held joint oversight hearings in 1982 and 1983. Results of these hearings indicated: the implementation plan focused primarily on the Nationwide Food Consumption Survey (NFCS) and the National Health and Nutrition Examination Survey (NHANES); the timeliness of data analysis and coordination had improved, but remained inadequate; limited attention was given to the research infrastructure to enhance the effectiveness of nutrition monitoring; and a survey design had not been developed to provide for an annual continuous monitoring system.

During the 1983 hearing, public witnesses recommended that an effective nutrition monitoring system was extremely important to the development of nutrition, agriculture, and health policies in the United States, and that a legislative mandate would assist in establishing a central focus and identifiable resources for Federal nutrition monitoring activities. In response to the nutrition monitoring needs expressed at this oversight hearing, Congressmen Buddy MacKay (D-FL), George E. Brown, Jr. (D-CA), and Doug Walgren (D-PA), introduced H.R. 4684, the National Nutrition Monitoring and Related Research Act of 1984, on January 30, 1984.

H.R. 4684 was referred jointly to the Committee on Agriculture and the Committee on Science and Technology. The Subcommittee on Science, Research and Technology of the Committee on Science and Technology and the Subcommittee on Department Operations, Research, and Foreign Agriculture of the Committee on Agriculture held joint hearings on the bill on June 20, 1984. The Subcommittee on Science, Research and Technology met on July 25, 1984, adopted an amendment in the nature of a substitute and ordered the bill reported to the Committee on Science and Technology. The bill was further amended by the Full Committee on August 8, 1984. On September 20, 1984, the Committee favorably reported the bill by roll call vote (26-13) of those present.

On October 2, 1984, the Science and Technology Committee, with the concurrence of the Agriculture Committee and the Energy and Commerce Committee, which had requested sequential referral of

the bill, brought H.R. 4684 to the House for consideration under suspension of rules requiring two-thirds majority for passage. The recorded vote was 265 yeas and 157 nays. Thus the bill was not passed.

H.R. 2436, the National Nutrition Monitoring and Related Research Act of 1985 was introduced by Congressmen MacKay (D-FL), Brown (D-CA), Walgren (D-PA) and 28 additional sponsors on May 8, 1985. The bill was jointly referred to the Committee on Agriculture and the Committee on Science and Technology.

On June 25, 1985, a joint hearing was held on H.R. 2436 with the Subcommittee on Science, Research and Technology of the Committee on Science and Technology and the Subcommittee on Department Operations, Research, and Foreign Agriculture and the Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition of the Committee on Agriculture.

The Subcommittee on Science, Research and Technology met on October 31, 1985, and after considering H.R. 2436, adopted an amendment in the nature of a substitute by voice vote. A quorum being present, the Subcommittee ordered the bill reported, as amended by voice vote to the Committee on Science and Technology.

H.R. 2436 was brought to the Science and Technology Committee for consideration on November 21, 1985. The Committee adopted the report of the Subcommittee and began consideration of the Subcommittee substitute amendment. The Committee continued consideration of the bill on February 19, 1986, further amended the substitute and ordered it favorably reported, a quorum being present.

IX. IMPACT ON INFLATION

In accordance with Rule XI, Clause 2(1)(4), of the Rules of the House of Representatives, this legislation is assessed to have no adverse inflationary effect on prices and costs in the operation of the national economy.

X. COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

Pursuant to Rule XI, Clause 2(1)(3) of the Rules of the House of Representatives, under the authority of Rules X, Clause 2(b)(1) and Clause 3(f), the Committee's oversight findings and conclusions are reflected in the recommendations found in the present bill and report.

XI. SUMMARY OF GOVERNMENT OPERATIONS COMMITTEE FINDINGS AND RECOMMENDATIONS

No findings and recommendations on oversight activity pursuant to Rule X, Clause 2(b)(2) and Rule XI, Clause 2(1)(3), of the Rules of the House of Representatives, have been submitted by the Committee on Government Operations for inclusion in this report.

XII. CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, March 3, 1986.

Hon. DON FUQUA,
*Chairman, Committee on Science and Technology,
House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared a revised cost estimate for H.R. 2436, the National Nutrition Monitoring and Related Research Act of 1986 as ordered reported by the House Committee on Science and Technology on February 19, 1986. CBO estimates the cost to the federal government of this bill could be about \$250,000 in fiscal year 1987. The budgets of state and local governments would not be affected by enactment of this legislation.

H.R. 2436 would establish a ten-year National Nutrition Monitoring and Related Research Program. The bill also establishes guidelines for a comprehensive plan that would coordinate nutrition monitoring activities and research and help set nutrition priorities in the United States.

Most of the costs of establishing and implementing these nutritional activities are not included in this estimate as they are not authorized in the bill. Section 106 of this bill specifically states that authorizations for appropriations for establishing and carrying out the coordinated program shall be subject to future authorization actions. This applies to funds needed for the fiscal year in which the final comprehensive plan is submitted to the President (most likely 1988), and for nine succeeding fiscal years.

However, according to the timetable set out in the bill, some costs of establishing and implementing the coordinated program may be incurred in fiscal year 1987. These costs have been included in the estimate. Under the bill, the Secretaries of Agriculture and of Health and Human Services could appoint a full-time Administrator of Nutrition Monitoring and Related Research within four months of enactment. Funds for the salary and overhead for the administrator and additional staff would be needed in fiscal year 1987. We estimate the costs for the administrator and two additional staff workers to be about \$250,000. Subsequent authorization actions would be required under Section 106 of the bill to pay for salary and overhead in future years.

It is expected that Title III of the bill relating to dietary guidelines would result in no additional cost to the federal government.

CBO prepared an estimate on February 27, 1986 for H.R. 2436 that included compensation for travel expenses for the members of the National Nutrition Advisory Council under Title II of the bill. It is the Committee's intent that compensation for travel expenses be subject to future authorization actions as specified under Title I of the bill.

Please call me or have your staff contact Carmela Dyer (226-2820) if you have further questions.

With best wishes.
Sincerely,

RUDOLPH G. PENNER,
Director.

XIII. COMMITTEE RECOMMENDATIONS

The Committee ordered favorably reported the bill, H.R. 2436 on February 19, 1986, a quorum being present.

XIV. APPENDIX

ORGANIZATIONAL ENDORSERS OF H.R. 2436

American Academy of Pediatrics, Committee on Nutrition.
American Association of Retired Persons.
American Association of University Women.
American Baptist Churches.
American College of Preventive Medicine.
American Dietetic Association.
American Federation of State, County, and Municipal Employees.
American Heart Association.
American Home Economics Association.
American Meat Institute.
American Nurses Association.
American Public Health Association.
American Public Welfare Association.
American School Food Service Association.
Association of Faculties of Graduate Programs in Public Health Nutrition.
Association of Maternal and Child Health and Crippled Children's Directors.
Association of Schools of Public Health.
Association of State and Territorial Health Officials.
Association of State and Territorial Public Health Nutrition Directors.
Bread for the World.
California Conference of Local Health Department Nutritionists.
Center for Science in the Public Interest.
Center on Budget and Policy Priorities.
Child Welfare League of America.
Children's Defense Fund.
Clergy and Laity Concerned.
Coalition for Public Health Nutrition.
Coalition on Block Grants and Human Needs.
Community Nutrition Institute.
Consumer Federation of America.
Federation of Jewish Philanthropies (New York).
Food Research and Action Center.
Friends Committee on National Legislation.
Health Officers Association of California.
Institute of Food Technologists.
Interfaith Action for Economics Justice.

Joint Public Affairs Committee of the American Institute of Nutrition and the American Society for Clinical Nutrition.
 League of United Latin American Citizens.
 Lutheran Council, USA.
 Mennonite Central Committee.
 National Association of Counties.
 National Association of County Health Officials.
 National Association of WIC Directors.
 National Black Child Development Institute.
 National Cattlemen's Association.
 National Consumers League.
 National Council of La Raza.
 National Council of Senior Citizens.
 National Farmers Union.
 National Grange.
 National League for Nursing.
 National Milk Producers Federation.
 National Perinatal Association.
 National Rural Housing Coalition.
 National School Boards Association.
 New York State Department of Education.
 Older Women's League.
 Public Voice for Food and Health Policy.
 Rural Coalition.
 Service Employees International Union.
 Society for Nutrition Education.
 Southern Health Association.
 Subcommittee on Human Nutrition of the Experiment Station
 Committee on Policy of the Land Grant Colleges.
 Teachers of Preventive Medicine.
 The Children's Foundation.
 The National PTA.
 U.S. Conference of Local Health Officers.
 U.S. Conference of Mayors.
 United Church of Christ.
 United Egg Producers.
 University of North Carolina/Child Health Outcomes Project.
 World Hunger Education Service.
 Would Hunger Year.

XV. ADDITIONAL VIEWS OF HON. SHERWOOD BOEHLERT
ON H.R. 2436

THE NATIONAL NUTRITION MONITORING AND RELATED RESEARCH
ACT OF 1986

This bill is designed to improve the nation's nutrition monitoring without requiring new layers of bureaucracy.

There's no question that we need to know more about nutrition; current efforts are inadequate. Studies are too infrequent, analysis is delayed for years, the results of the NFCS and NHANES surveys are not readily comparable, many states neither get nor provide useful information.

There has been progress over the last few years toward remedying these deficiencies. The Departments of Agriculture and Health and Human Services have begun to cooperate, and I applaud that. The bill should ensure that that cooperation continues and improves.

Some of the most exciting and promising research in recent years has concerned the effects of nutrition on human health. The work required by this bill, and the research that work should generate will go a long way toward making a healthy life a birthright for all Americans.

SHERWOOD BOEHLERT.

ADDITIONAL VIEWS ON H.R. 2436

THE NATIONAL NUTRITION MONITORING AND RELATED RESEARCH ACT OF 1986

We are opposed to H.R. 2436 as passed by the Committee. We are not opposed to nutrition monitoring. On the contrary, we fully support the nutrition monitoring efforts of the U.S. Department of Agriculture (USDA) and the Department of Health and Human Services (HHS). We are concerned, however, that this bill is an ill-conceived means of achieving the ends we all desire.

The history of the bill amply demonstrates some of the reasons for our concern. The bill was originally brought up in the 98th Congress with a \$30 million authorization. This year, a similar bill—minus the \$30 million—was brought up and touted as a cost-free measure. On the contrary, USDA and HHS have estimated this bill could cost as much as \$10 million a year, after implementation of the comprehensive plan. This is a poor way to legislate.

The proponents of the bill ignore the tremendous progress made by USDA and HHS to coordinate their nutrition programs. When you consider that the two nutrition programs originated to meet entirely different needs and to collect entirely different types of data, the efforts made to coordinate the nutrition monitoring efforts are impressive indeed.

A final point of concern is the "business as usual" attitude which dominated the proceedings. Throughout the committee markup various members proclaimed how this bill would "improve" our nutrition monitoring efforts. We do not doubt that when you propose spending tens of millions of dollars more on a program such as this you will increase the scope and depth of the information gathered. What was never focused on, however, was whether this is a top priority for our increasingly scarce federal dollars. We would argue that given the tremendous improvements made in our nutrition monitoring efforts and the huge level of our federal deficits, this new program is unnecessary.

The Committee does deserve commendation for the significant changes made in the bill. The bill, in its original form, required the creation of a full-time Administrator for Nutrition Monitoring. An estimated five FTEs would have been needed to work with the Nutrition Administrator to draw up the comprehensive nutrition plan. The measure also called for compensation and reimbursement for Advisory Council members. Fortunately, these provisions have been dropped. These are important steps which will result in savings of about \$750,000 annually.

We believe problems remain with the bill. Particularly disappointing is the committee decision to reimburse the Advisory Council. During the last full committee meeting on November 21, 1985, the committee passed the Federal Technology Transfer Act. Includ-

ed in this act was an advisory council very similar in purpose to the council in the Nutrition Monitoring bill. During consideration of the Technology Transfer bill an amendment was adopted to strike all funding for the Advisory Council. We supported this amendment and hoped it would set a precedent for future advisory councils.

Unfortunately, when the same amendment was offered to the Nutrition Monitoring bill it was defeated. We would all like to compensate and reimburse those who serve on advisory councils. Unfortunately, it is simply not possible in these times. Serving on a prestigious board, such as this, is surely enough compensation for health care professionals. Furthermore, groups presented on the Advisory Council will gain information they need through their service. This is a tremendous benefit to these groups and is sufficient compensation in itself.

JOE BARTON.
RON PACKARD.
ROBERT C. SMITH.
F. JAMES SENSENBRENNER, Jr.
DAVID S. MONSON.

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